

Energy
Emergency Support Function #12
Colorado State Emergency Operations Plan

LEAD AGENCY: Colorado Public Utilities Commission (COPUC) – *per MOU with Office of Energy Management and Conservation*

SUPPORTING AGENCIES: Colorado Department of Public Safety; Colorado Department of Transportation; Colorado Division of Emergency Management; Department of Local Affairs; Office of Energy Management and Conservation.

I PURPOSE

- A. To coordinate the restoration and protection of Colorado's critical electricity generation, transmission and distribution infrastructure, and the supply of fuels used in base load generation (natural gas and coal) following a major disaster, emergency, or other significant event requiring State and/or Federal agency response and protection.
- B. The COPUC will act as a single point of contact and liaison providing direct coordination with all other State, regional and Federal departmental response elements as requested by the affected utility(s) and/or fuel supplier(s). Additionally, this agency has been requested to brief the Governor's Office and the pertinent State agencies in the event of an emergency. If deemed appropriate by the State's electric utilities, the COPUC can discuss following information:
 - 1. Information on these system(s) damage; and
 - 2. Estimations on the impact of these system outages within affected areas.
- C. County officials shall be notified through the Colorado Department of Emergency Management (DEM).
- D. Additionally, this ESF proactively works toward meeting requests for assistance from local electric utilities, generation fuel suppliers and deliverers to facilitate restoration and protection efforts. This is achieved through meetings with the various utilities and fuel suppliers to identify potential needs in the event of an emergency. Proper preparation and development of contact lists will facilitate restoration and protection of critical electrical infrastructure.

II SCOPE

- A. Facilitate briefing of Governor's Office on critical electric, natural gas, and coal system infrastructure damage and outages, including estimations on the impact and anticipated restoration timeframe.
- B. Coordinate requests from electric utility(s) and generation fuel(s) suppliers for assistance (from State agencies) to facilitate critical infrastructure protection and restoration.
- C. Within the primary and support agencies are a variety of assets and resources that may be used in response to any event involving the electric system and/or multi-hazard problems. ("Multi-hazard" includes acts of God, radiological materials, weapons of mass destruction (WMD), and terrorism incidents.)
- D. Damage to the electric system in one region may affect other regions relying on the same interconnected system. Consequently, electricity outages within Colorado can be caused from events occurring within Colorado or within the surrounding interstate region.

III SITUATION

- A. An emergency or disaster, either natural or manmade, may disable key electric generation and delivery facilities resulting in local, statewide and possibly regional blackouts and/or brownouts (e.g., Western United States). Additionally the fuel supply system used for generation may be interrupted.
- B. Sudden, widespread blackouts could result in panic given the timing of the event (i.e., Winter/Summer) and potential duration (i.e., weeks/months).
- C. A widespread electricity outage can cause shortages in generation fuel supplies and vice versa.
- D. Gasoline and diesel shortages can be caused by supply, demand, and distribution problems. These fuels are need by utilities to facilitate restoration efforts through dispatch of repair vehicles. These fuels are also needed by first responders (e.g., law enforcement) in the event an armed response is required.
- E. The only energy resource the State is self-sufficient in is electricity. It must be noted however, that electric service within Colorado can be adversely affected by outages in other regions of the Western United States given

the interconnected nature of the electric system. All other energy supplies must be imported.

IV PLANNING ASSUMPTIONS

- A. There may be widespread and possibly prolonged electric power failures.
- B. The transportation and telecommunications infrastructures may be affected.
- C. Delays in the production, refining, and delivery of petroleum-based products may occur as a result of loss of commercial electric power.
- D. Deployment of armed first-responders (e.g., law enforcement) to various locations may be required.
- E. Notification of public could result in panic, crisis and bedlam, requiring crowd control.

V CONCEPT OF OPERATIONS

- A. Warning Sources:
 - 1. News media reports from the Governor's Office shall address:
 - a. affected area
 - b. estimated outage time
 - c. estimated restoration time
 - d. recommendations for survival
 - 2. United States Department of Energy statements and predictions.
 - 3. Electric utility sector statements and predictions with any assistance requested of the COPUC.
- B. Countermeasures include:
 - 1. Act as liaison for State agencies giving assistance to electric utilities, as directed by them, to facilitate critical infrastructure protection and restoration efforts.

2. Rely on electric utility industry restoration practices, assist utilities when, where and as directed by the utility(s).
3. Brief State agencies so appropriate social service assistance can be given to those that need it.

VI ORGANIZATION AND RESPONSIBILITIES

A. Organization

All ESF #12 activities will normally be conducted in the SEOC.

B. Responsibilities

1. State Government

a. Public Utilities Commission

- (1) Serve as liaison regulated and unregulated utility companies and State agencies to facilitate critical electric infrastructure protection and restoration.
- (2) Develop contact list and calling tree of State agency personnel for use to facilitate restoration and protection efforts during emergencies as requested by the electric utility sector.
- (3) Provide a representative to the SEOC if requested by the DEM.
- (4) Keep DEM informed of electric sector, natural gas pipeline, and railroad problems when may cause or contribute to extended outage(s). (It is assumed the DEM is in contact with the Governor's Office.)
- (5) Participate in planning for short-term and long-term emergency management, restoration and protection operations, and the development of supporting operational plans, SOPs, checklists, or other job aids in concert with existing first-responder standards.
- (6) Coordinate with the DOE, NERC¹, NARUC² and other electricity sector agencies and develop procedures for

¹ NERC is an acronym for the North American Electric Reliability Corporation. This agency is responsible for oversight of the bulk electric system ensuring it is reliable.

responding to regional outages as a result of malicious act(s).

- (7) Providing input to periodic readiness assessments;
- (8) Furnishing available personnel, equipment, or other resource support as requested by DEM or the ESF primary agency and provide representation in the SEOC;
- (9) Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities;
- (10) Identifying capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

b. Governor's Office of Energy Management and Conservation

- (1) Coordinate with COPUC and electric utility sector to determine needs for gasoline and diesel fuel used in their and their contractor's maintenance and construction vehicle fleets.
- (2) Provide assistance/guidance to other State agencies regarding access to gasoline and diesel fuel as requested.

c. Colorado Division of Emergency Management

- (1) Activate the SEOC
- (2) Inform OEMC of any development during an emergency/disaster that may affect energy status;
- (3) Work to decide if this ESF should be activated and a request made for activation of the National Response Plan (NRP) ESF # 12; and
- (4) Provide information to county/local governments on the status of the energy crisis

² NARUC is an acronym for the National Association of Regulatory Utility Commissioners

and measures required to cope with the situation.

- d. Other State agencies will provide
 - (1) Assistance in the alleviation of the electrical outage.
 - (2) Representation in the SEOC.

- 2. County and local governments will:
 - A. Discuss county/local vulnerability to an electrical outage shortage with utility providing service;
 - B. Plan for county/local outages;
 - C. Prepare outage management plans;
 - D. Request State assistance where necessary in preparation for an emergency event and after an event once specific, unforeseen needs are identified.

VII FINANCIAL MANAGEMENT

The ESF #12 will work with the State logistics Section for the procurement of resources that OEMC does not have, who will report such finances directly to the Finance Section of the SEOC. COPUC will report financial matters related to existing resources procured during the event to the Finance Section of the SEOC. During a response, COPUC will record and track its own expenditures and seek reimbursement from the appropriate resource after the event.

All requests for resources given the ESF #12 will be processed in accordance with COPUC policy and protocols established by the SEOC.

VIII APPENDIXES, ATTACHMENTS, ENCLOSURES:

- A. The Colorado State Energy Management Plan was updated on April 4, 2006.
- B. Appendix A. Restoration of Colorado's energy systems

Energy
Emergency Support Function #12
Appendix A
Restoration of Colorado's energy systems
Colorado State Emergency Operations Plan

LEAD AGENCY: Governor's Office of Energy Management and Conservation

SUPPORTING AGENCIES: Colorado Public Utility Commission (PUC); Colorado Division Emergency Management (DEM); Colorado Department of Transportation (Fuel Management); Colorado Department of Public Safety (Weight Limits Waivers) (Driver Hour Waivers); Public/private utility companies; Colorado Wyoming Petroleum Marketers Association; National Propane Association; Sinclair Pipeline Terminal Motor Fuel Distributors; Propane Distributors

I PURPOSE

- A. To coordinate the restoration of Colorado's energy systems following a major disaster, emergency, or other significant event requiring State agency and/or Federal response assistance. In addition, OEMC members of ESF #12 will provide direct coordination with all other departmental response elements.
- B. To gather, assess, and share information on energy system damage and estimations of the impact of energy system outages within affected areas. Additionally, this ESF works closely with and aids in meeting requests for assistance from local energy officials, energy suppliers, and deliverers.

II SCOPE

- A. Gather, assess and share information on energy system damage and estimations on the impact of energy system outages.
- B. Coordinate requests for assistance from local energy officials, suppliers, and deliverers.
- C. Within the primary and support agencies are a variety of assets and resources that may be used in response to any event involving energy or multi-hazard problems. "Energy" includes producing, transporting, generating, transmitting, conserving, building, and maintaining energy systems and system components; "multi-hazard" includes radiological materials, weapons of mass destruction (WMD), and terrorism incidents.

- D. Damage to an energy system in one geographic region may affect energy supplies in other regions that rely on the same delivery systems. Consequently, energy supply and transportation problems can be intra-State, inter-State, and international.

III SITUATION

- A. The suddenness and devastation of a disaster, either natural or manmade, may sever key energy lifelines, constraining supply in affected areas and most likely adversely impacting adjacent areas.
- B. Emergencies/disasters may cause shortages in energy supplies by disrupting transmission or fuel supply levels, or increasing energy use.
- C. Energy emergencies can include acute shortages caused by power outages and flow disruptions and chronic shortages caused by panic buying of fuels/electricity.
- D. Fuel shortages can be caused by imbalances in supply and distribution.
- E. A shortage of energy in one form can cause shortages in other sources. The only energy resource the State is self-sufficient in is electricity. All other energy supplies must be imported.
- F. National/statewide rationing (Set-Aside) or strict conservation may be employed.
- G. Damage to an energy system in one geographic region may affect energy supplies in other regions that rely on the same delivery systems. Energy supply and transportation problems can be intrastate, interstate and international.
- H. This ESF applies to the production, refinement, transportation, generation, transmission, conservation, building and maintenance of energy systems and components.

IV PLANNING ASSUMPTIONS

- A. There may be widespread and possibly prolonged electric power failures.
- B. The transportation and telecommunications infrastructures may be affected.
- C. Delays in the production, refining, and delivery of petroleum-based products may occur as a result of loss of commercial electric power.

VI. ORGANIZATION AND RESPONSIBILITIES

A. Warning Sources

1. News media reports on:
 - a. International conditions indicating an eminent oil embargo.
 - b. Refinery reports that crude oil or product storage levels are low and reports on impending shutdowns of power plants.
2. United States Department of Energy (DOE) statements and predictions.
3. OEMC and COPUC statements and predictions.

B. Countermeasures include:

1. Coordinating fuel movement into shortage areas, equitable resource distribution, and power restoration.
2. Providing social services for immediate and direct relief of human hardships (e.g., unheated/non-cooled homes, no gas or electricity for refrigeration/cooking, and unemployment due to business shutdowns).
3. Reducing energy consumption by prohibiting the use of electricity for nonessential purposes, reducing speed limits, shortening workweeks, or intensively promoting conservation.

C. Responsibilities

1. State Government
 - a. OEMC
 - (1) Develop plans and procedures to be utilized during an energy crisis.
 - (2) Monitor energy related issues to preclude a surprise energy shortage.

- (3) Monitor energy related issues to preclude a surprise energy shortage.
- (4) Maintain the State Set-Aside Fuel Management System; Conduct operations, when requested by DEM or the designated ESF primary agency, using OEMC authorities, subject-matter experts, capabilities, or resources. Participate in planning for short-term and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards.
- (5) Assisting in the conduct of situational assessments.
- (6) Work closely with the PUC on pipeline and railroad issues (coal) that may affect energy status.
- (7) Coordinate with the DOE and develop procedures for responding to national/regional energy shortages.
- (8) Provide input to periodic readiness assessments.
- (9) Furnish available personnel, equipment, or other resource support as requested by DEM or the ESF primary agency and provide representation in the SEOC.
- (10) Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities.
- (11) Identify capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

b. Colorado Public Utilities Commission (PUC)

- (1) DEM and the OEMC informed of pipeline and railroad problems that may cause or contribute to an energy crisis.
- (2) Serve as liaison to regulated monopoly utility companies.

- (3) Provide a representative to the SEOC if requested by DEM.

- (4) Provide assistance/guidance to other state agencies.

c. DEM

- (1) Activate the SEOC.

- (2) Inform OEMC of any development during an emergency/disaster that may affect energy status.

- (3) Work to decide if this ESF should be activated and a request made for activation of the National Response Plan (NRP) ESF # 12.

- (4) Provide information to county/local governments on the status of the energy crisis and measures required to cope with the situation.

d. Other state agencies

- (1) Assistance in the alleviation of the energy shortage.

- (2) Representation in the SEOC.

e. County and Local governments

- (1) Analyze county/local vulnerability to an emergency shortage.

- (2) Plan for county/local energy shortages.

- (3) Prepare fuel shortage management plans.

f. US Department of Energy

- (1) Implement ESF #12 of the NRP if an emergency shortage develops which cannot be alleviated by the State.

(2) Inform OEMC of any incidents that may affect the status of state energy supplies.

d. Public/private utility companies will coordinate with and assist state/county/local government during an energy crisis.

VII FINANCIAL MANAGEMENT

The ESF #12 will work with the State logistics Section for the procurement of resources that OEMC does not have, who will report such finances directly to the Finance Section of the SEOC. OEMC will report financial matters related to existing resources procured during the event to the Finance Section of the SEOC. During a response, OEMC will record and track its own expenditures and seek reimbursement from the appropriate resource after the event.

All requests for resources given the ESF #12 will be processed in accordance with OEMC policy and protocols established by the SEOC.